

TE MĀNGAI PĀHO
STATEMENT OF INTENT

Tauākī Whakamaunga Atu 2014-2019

Te Tirohanga Whakamua Me Te Koromakinga a Te Māngai Pāho

Vision & Mission of Te Māngai Pāho

Vision (Tirohanga Whakamua)

*Ahakoā kei whea,
Ahakoā āwheā,
Ahakoā pēwheā,
Kōrero Māori!*

Māori language – everywhere, every day, in every way!

Mission (Koromakinga)

*Tuhia te hā o Te Reo Māori ki te rangi,
e kaha ai te mapu o te manawa ora,
e rekareka ai te taringa whakarongo,
e waiwai ai te karu mātakitaki.*

Bringing the joy of Māori language to all listeners and viewers.

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Rārangi Kaupapa

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Kupu Whakataki nā te Poari o Te Māngai Pāho

Introduction on Behalf of the Board of Te Māngai Pāho

We are pleased to present Te Māngai Pāho's 2014-19 Statement of Intent.

This document sets out our long and medium term outcomes, and sets out the strategies we have developed in response to our environment. It also sets out how we plan to work towards our outcomes by setting out in broad terms our intended direction for the next five years.



Prof Piri Sciascia, ONZM
Te Māngai Pāho Board Chair
7 July 2014



Dr Rawinia Higgins
Te Māngai Pāho Board
7 July 2014

Ko Te Māngai Pāho Tēnei

About Us

Te Māngai Pāho is a statutory Crown Entity under the Crown Entities Act 2004. We are funded by Parliament through Vote Māori Affairs and governed by a Board that is appointed by, and accountable to, the Minister of Māori Affairs.

We are a Māori language agency operating in the online, broadcast and music sectors.

Our role is to promote and revitalise Māori language and culture by funding broadcasters and Māori language programmes, Māori culture programmes and music producers to create cost effective products that can be distributed via a wide range of media. We also have a role archiving programmes.

The widespread use of electronic media in today's society means that our investments can be a catalyst for changing how people think, feel and behave. In order to harness the power of modern media we actively encourage development of content that is re-useable on a wide variety of different platforms, thus increasing the opportunity for it to reach the widest possible audience.

We were established in 1993 under the Broadcasting Amendment Act, giving life to the acknowledgement of successive governments that te reo Māori is a taonga warranting its active protection and support. The core work of our small number of staff is to manage over \$55 million (GST exclusive) in funding contracts between the agency and various programme makers, music producers, service providers and broadcasters.

Our Māori Language Objectives

Ko te reo kia tika

High Quality

Ko te reo kia rere

Frequency and eloquence

Ko te reo kia Māori

Promote a Māori World View

*Ko te reo kia ora**

Normalisation of the Māori language

* Adapted from 'Ko ta Te Kohanga Reo Rehu' in Te Ara Tuapae (2006)

On 19 May 2014, Cabinet agreed, among other things:

- to establish an independent statutory entity, to be known as Te Mātāwai, by way of amendment to the Māori Language Act 1987;
- that Te Māngai Pāho cease to be a Crown entity, by way of amendment to Part 2 of Schedule 1 of the Crown Entities Act 2004;
- that Te Māngai Pāho be re-established as a statutory entity that is overseen by a new independent Statutory Entity Te Mātāwai; and
- that the function of Te Māngai Pāho be "to promote Māori language and Māori culture by making funding available, on such terms and conditions as it thinks fit, for broadcasting and the production of programmes to be broadcast".

The effective date of the decisions is yet to be determined and we are currently working through the various implications.



Whakaritenga Rautaki

Our Strategic Intentions

Challenges and Opportunities

The faltering revival of the health of the Māori language

The single largest challenge and opportunity we face is the faltering revival of the health of the Māori language. This matter has been brought to the fore in recent years through reports such as the Waitangi Tribunal Wai 262: Ko Aotearoa Tēnei report released in July 2011, and Te Paepae Motuhake’s review of the Māori language strategy and sector, Te Reo Mauriora Report released in April 2011.

Census results also highlight that while the Māori and New Zealand population are increasing, the number and proportion of people able to hold a conversation about everyday things in te reo Māori is declining.

The government is considering how to address this issue as part of the current review of the Māori Language Strategy.

Technological changes

Within New Zealand and globally, the production sector is undergoing major change. Traditional broadcasting outlets have new competitors for audiences and revenue as telecommunications and broadcasting converge.

Television as we know it is changing dramatically. Broadcasting is being replaced by narrowcasting, with individuals increasingly able to choose both what they consume and when they consume it. These developments support today’s society where people want to interact with media and want products and services to come to

them “Anywhere, Anytime, on Any Device”. This means that programme producers of the future need to create products that can be distributed via a wide range of media e.g. television, radio, interactive TV, mobile phones, smartphones and the internet.

The increased focus of producer and consumer activity on the internet, including social media, means that we need to encourage opportunities that provide access to programmes via the web. We also recognise that if we want the content that we fund to reach the widest possible audiences then we need to give greater consideration to that content that can be repurposed in a variety of different ways.

Broadcasters and producers are rising to this challenge from their own resources and are utilising the programme content we fund for reuse in other platforms. This is a positive development as it leaves us free to continue to concentrate the bulk of our scarce resources on developing quality programme content.

Government expectations

The Government continues to be committed to a higher performing State sector that New Zealanders trust, that is delivering outstanding results and value for money. The Government’s Better Public Services programme extends a strong theme of innovation to achieve better results, better value for money and stronger leadership across the State sector – both within each agency and at a sector and system level.

Census	2001	2006	2013
Māori Ethnic population	526,281	565,329	598,605
Māori that could hold a conversation about everyday things in te reo Māori			
number	130,482	131,613	125,352
%	25.2%	23.7%	21.3%
NZ usually resident population			
	3,737,277	4,027,947	4,242,048
People that could hold a conversation about everyday things in te reo Māori			
number	160,527	157,110	148,395
%	4.5%	4.1%	3.7%

What we will do

As a Māori language agency tasked with promoting and revitalising Māori language and culture by funding broadcasters and Māori language programmes, Māori culture programmes and music producers, our challenge is to ensure that the initiatives we fund effectively and efficiently contribute to more people speaking more Māori and a greater awareness of Māori values, practices and views within Aotearoa.

Our aim is for the initiatives we fund to be able to demonstrate a tangible impact on Māori language and Māori cultural outcomes.

The academic literature on language revitalisation is well-developed¹ and various theories have been applied in the development of strategies to address Māori language loss. These theories have also influenced how these strategies have been measured. More recent research has highlighted the important impact of societal ideologies, and the value and attitudes attributed to the language by society, on language revitalisation. Language values are an inherent factor of language choice amongst bilingual Māori communities. Against this background, current revitalisation strategies emphasise shifting this ideology to advance the Māori language and encourage normalisation across the nation.

In 2012/13 we adopted the ZePA model and the Right shift approach. The ZePA² model highlights how Right-shifting the position of an individual from **Zero** to **Passive** to **Active** can strengthen the position of the language within society. The key difference is that the emphasis is not simply on moving directly from Zero to Active. Right-shifting an individual from Zero to Passive can generate increased awareness and support for language revitalisation more broadly, and the subsequent right-shift from Passive to Active is then easier to achieve.

The evidence reported in the Te Puni Kōkiri surveys on the Health of the Māori Language³ suggests that there has been continued Left-shifting (hardening of attitudes against learning or maintaining Māori language and culture and decreasing the propensity of Māori language speakers to speak Māori in certain situations) in New Zealand over time that has contributed to the decline of the language, leaving the language in the precarious state as described by Te Paepae Motuhake.

To successfully revitalise the language, Māori language initiatives need to both stem the factors that support this Left-shift and proactively encourage a Right-shift – to increase the value, status and use of the language over time. Māori broadcasting is one such initiative. Treasury research also suggests that broadcasting can be a cost-effective intervention to revitalise the language.⁴

How we will do it

We will continue to implement the ZePA model for language revitalisation that is tailored to the specific needs of the Māori language revitalisation environment and efforts.

To give effect to this, the model has been overlaid on our Purchase and Funding Framework, which specifies the categories of Māori language and Māori cultural content we seek from producers. We will continue to invite producers to develop proposals that fall within the framework parameters and will gain a positive commitment from distributors.

Our approach sees us focusing our purchase and funding investments on those audiences among whom we are most likely to realise some appreciable Māori language gains. This includes providing:

- **Fluent speakers** with an environment that helps the language endure in their everyday lives across all of the domains in which they are active

- **Second Language Learners** with the programming which supports them in their efforts to extend their Māori language abilities
- **Receptive Audiences** with access to a mix of opportunities to reinforce their interest and encourage and challenge them to pursue their own Māori language goals.

We do not target *Non-Receptive Audiences*, broadcasting audiences that have little or no interest in either Māori language or Māori culture.

Our work builds on the base provided by our colleagues at New Zealand On Air, who through their Māori language strategy, *Rautaki Māori*, generally provide more broad-spectrum funding for Māori themed and general programming for audiences on radio and television.

Television and radio remain an effective means to reach and influence our target audiences.

In May 2014, Statistics NZ released its first survey on Māori well-being, *Te Kupenga 2013*. This survey showed that in 2013, 75% of Māori adults said they had watched a Māori television programme and 34% had listened to a Māori radio station.

A copy of our Purchase and Funding Framework follows.

¹ See, for example, Fishman, Joshua (1991). *Reversing language shift: theoretical and empirical foundations of assistance to threatened languages*; Clevedon, : Multilingual Matters; Spolsky, Bernard (2003). *Reassessing Māori Regeneration*. (Language in Society, 32(4): 553-578).

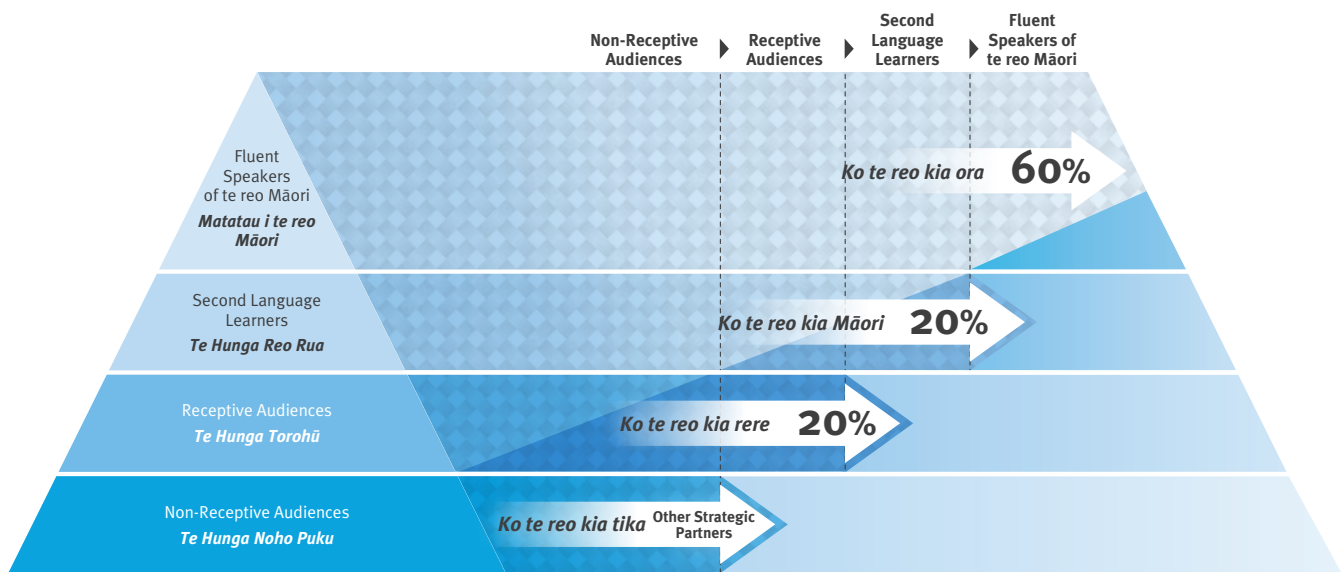
² Higgins, R. & Rewi, P. (2014) *ZePA-Right Shifting: Reorientation towards Normalisation in The Value of the Māori Language - Te Hua o Te Reo Māori*. R. Higgins, P. Rewi & V. Olsen-Reeder (eds), Ngā Pae o Te Māramatanga Edited Collection Vol. II, Wellington: Huia.

³ Te Puni Kōkiri (2008). *Te Oranga o te Reo Māori 2006: The Health of the Māori Language in 2006*.

⁴ Grin, Francois and Vaillancourt, Francois (1998), *Language Revitalisation Policy: An Analytical Survey Theoretical Framework, Policy Experience and Application to Te Reo Māori Working Paper 98/6*.

Te Poutarāwaho Hoko, Toha Pūtea a Te Māngai Pāho

Te Māngai Pāho Purchase & Funding Framework



Our purchase and funding framework is a representation of both our purchase intentions and our purchase objectives. The intervention triangle shows the four audience segments described above and the grid out to the right of the triangle shows our audience segments in a line on a language continuum under the ZePA model. As te reo Māori becomes increasingly accessible in homes throughout New Zealand, we would ultimately like to see audiences moving in a positive direction along this continuum.

The intention of our funding interventions is to Right-shift audiences along this continuum to increase awareness, acceptance and use of the language, particularly at a whānau and community level.

While 60% of contestable funding will be devoted to Fluent programming, it is important to note the broader impact of fluent language television programmes due to their availability to other audience groups by means of subtitles.

We appreciate that broad Right-shifting will not necessarily be accomplished through broadcasting alone. However, we do believe it is important that opportunities continue to be made available to support those who may be prompted to take their first or next steps on this journey.

Whakaritenga Whakahaere

Our Operating Intentions

Our vision is **Māori language – everywhere, every day, in every way!**

For it to be achieved we need **more people speaking more Māori and a greater awareness of Māori values, practices and views within Aotearoa.**

Our work focuses on exposing whānau, hapū, iwi, Māori communities and all New Zealanders to quality te reo Māori and tikanga Māori programmes in their own homes.

Our efforts are aligned with government's strategic policy goals and Māori aspirations for te reo Māori. This means:

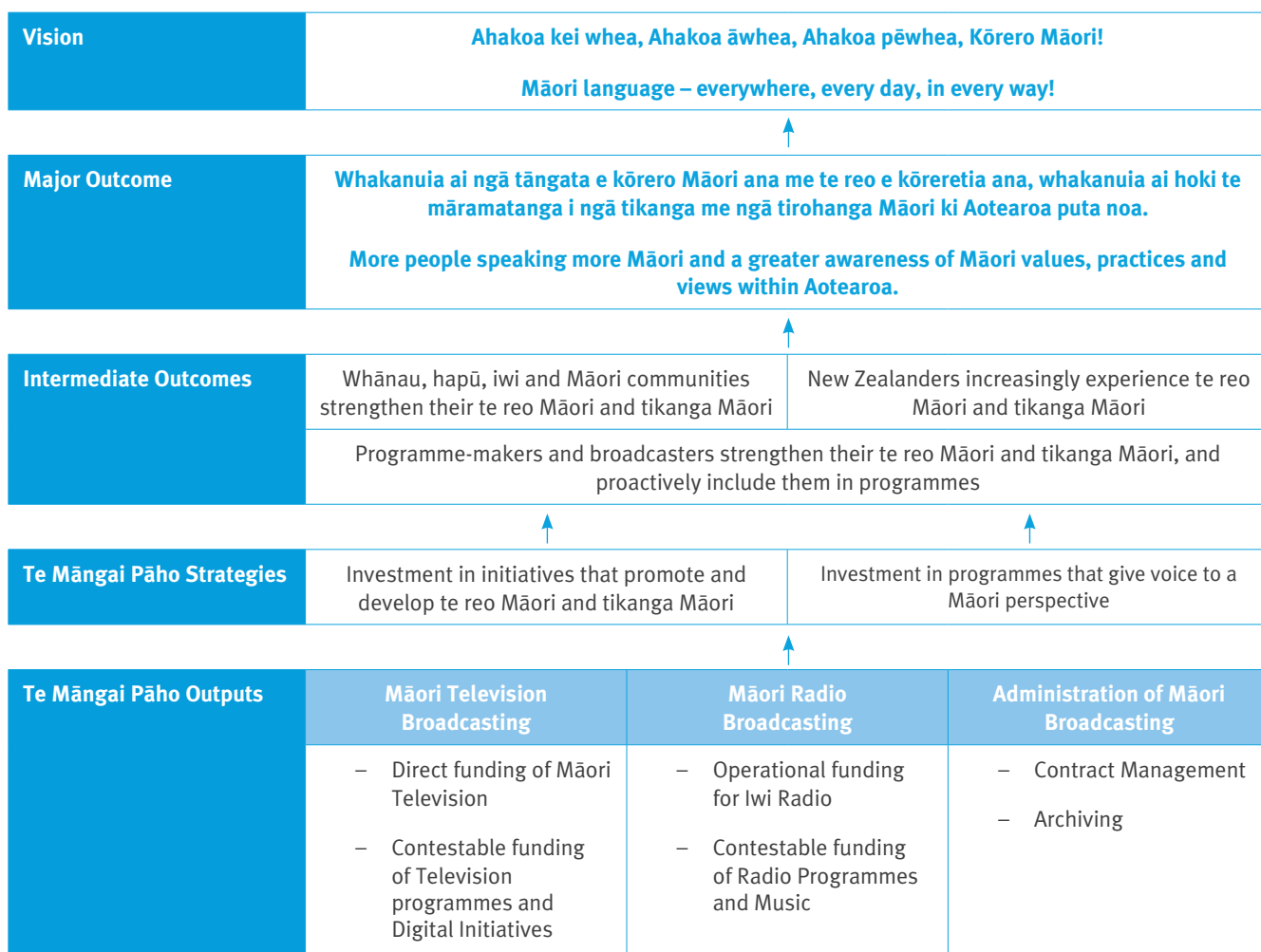
- a focus on restoring Māori language among Māori people is a “first principle” to ensure the sustainable and proper guardianship of te reo Māori;

- the main platforms for Māori language broadcasting to Māori, namely the iwi radio network and Māori Television, must deliver quality Māori language outcomes appropriate to the needs of their audiences;
- an appropriate level of support must be provided by other national broadcasters for Māori language and cultural content within their programme schedules in order that te reo Māori and tikanga Māori programmes are accessible to wider audiences; and
- our community must be supported to strengthen its te reo Māori and tikanga Māori capabilities in order to ensure that the demand for high quality, vibrant and diverse Māori programmes is adequately met.

These requirements are reflected in our outcome framework. The outcomes we seek are critical because they drive our short to medium-term funding policy, management and operational decisions.

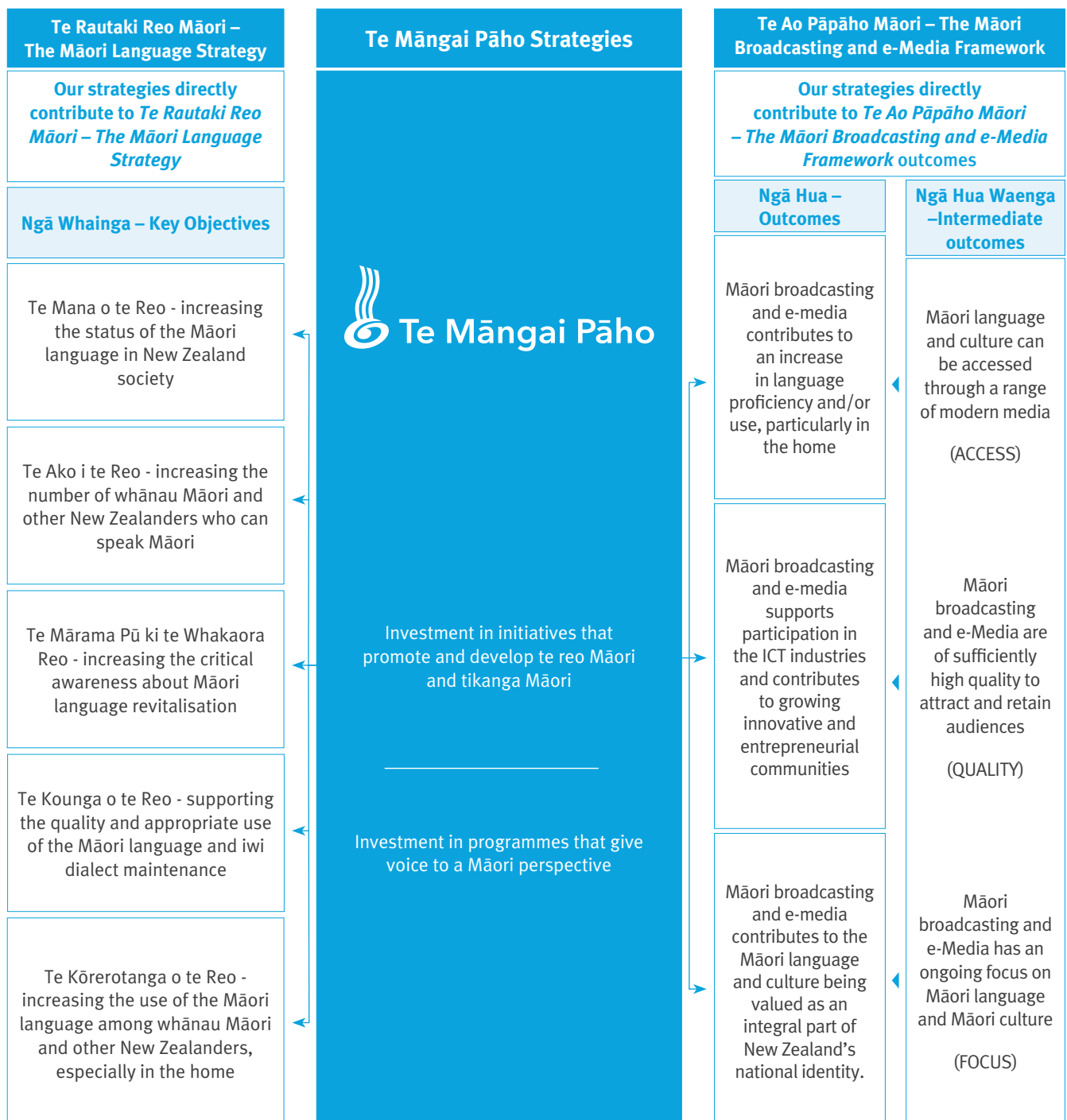
Poutarāwaho Whakaputa Hua

Our Outcome Framework



Te Tautoko i ngā Rautaki me ngā Poutarāwaho a te Kāwanatanga

How we Contribute to Government Strategies & Frameworks



Putanga Hua, Rautaki Pae Tata

Our Intermediate Outcomes & Strategies

Whānau, hapū, iwi and Māori communities strengthen their te reo Māori and tikanga Māori

Successive governments have recognised the value of culture and heritage for individuals, wider communities and for the country as a whole.⁵ The Crown recognises that the Māori language is a taonga guaranteed to Māori by the Treaty of Waitangi and is committed to supporting the revitalisation of the Māori language.⁶ It also appreciates that whānau, hapū, iwi, and Māori communities play an important role in the long term sustenance, ownership and use of te reo Māori and tikanga Māori.

As a result, Te Māngai Pāho is tasked with contributing directly and meaningfully to the revitalisation of te reo Māori and tikanga Māori among whānau, hapū, iwi, Māori communities and other New Zealanders through the funding of broadcasting and the production of original, informative and entertaining programmes and music.

Our strategy

We will invest in **initiatives that promote and develop te reo Māori and tikanga Māori.**

We will work together with iwi radio, to promote and celebrate hapū and iwi identity at a local level, and with Māori Television and other broadcasters/ programme producers to engage audiences at a national level on matters and issues important to Māori. We will also work with music producers and contracted archive providers.

In all contexts, we endeavour to ensure that programmes:

- comprise a substantive measure of quality te reo Māori and/or convey relevant aspects of tikanga Māori; and
- are produced and distributed across multiple platforms in a manner that attracts as wide an audience as possible, informing, entertaining and educating people of all ages and abilities.

Through our funding priorities and decisions we encourage programme makers and broadcasters to take this approach with as many genre as possible, including documentaries, news, current affairs, drama and children's programmes.

In carrying out this role, we will give particular focus to programmes and broadcasts that have whānau and community support and support the efforts of learners of the language, including students enrolled in Māori language education.

Over the next five years we will:

- fund quality te reo Māori and tikanga Māori programmes, to be distributed on multiple platforms and broadcast on television and radio, that meet the criteria set out in our Purchase and Funding Framework;
- purchase core operational production and broadcast capability and te reo Māori content from iwi radio stations and purchase national programmes for distribution;

- purchase radio and television archiving services from Ngā Kaitiaki O Ngā Taonga Whitiāhūa (The New Zealand Film Archive);
- maximise the accessibility and utilisation of programmes in which we have invested by ensuring our investment approach encourages, and allows for, the re-use of quality Māori programming;
- work in a co-ordinated way with Irirangi Te Motu (NZ On Air) in terms of programme purchasing;
- work closely with Māori Television who have a specific long-term objective to “significantly contribute to te reo and tikanga Māori being increasingly valued and embraced”;
- work collaboratively with other agencies including Te Puni Kōkiri, Te Taura Whiri i te Reo Māori (The Māori Language Commission), Te Tāhuhu o Te Mātauranga (the Ministry of Education), Te Manatū Taonga (the Ministry for Culture and Heritage), Te Tumu Whakaata Taonga (the New Zealand Film Commission); Toi Aotearoa (Creative New Zealand); and
- consult with, and respond to information provided by, our industry advisory groups e.g. with television via Ngā Aho Whakaari - Māori in Screen Production and with iwi radio via the executive team of Te Whakaruruhau o Ngā Reo Irirangi Māori.

5 Te Manatū Taonga Ministry for Culture and Heritage. (2005). *Statement of Intent 2005-2009*.

6 Te Puni Kōkiri (2003). *Te Rautaki Reo Māori - The Māori Language Strategy*

New Zealanders increasingly experience te reo Māori and tikanga Māori

New Zealand is increasingly multi-cultural. In order to live and work together in harmony it is important that all groups within New Zealand understand and appreciate the perspectives of others.

Some Māori and non-Māori already value Māori language and culture as part of New Zealand's heritage. For New Zealand to maximise the benefits that Māori language and Māori culture can make nationally and internationally as our nation's point of difference, there is a need for more New Zealanders to make an attitudinal shift toward accepting and supporting bi-culturalism. This outcome is also crucial in terms of providing the best environment for Right-shifting and ensuring the normalisation of Māori language across the nation.

The first step toward such acceptance and support is an increased understanding of the value of te reo Māori and tikanga Māori. One way to increase New Zealanders' understanding and appreciation of Māori viewpoints is to provide programmes that

explore and explain Māori perspectives and insights. Such programmes have the added benefit of developing stronger Māori to Māori connections.

Our strategy

We will invest in initiatives that promote and develop te reo Māori and tikanga Māori and programmes that give voice to a Māori perspective.

We will facilitate the development of programmes that provide Māori perspectives on, and insights into, current affairs and topical issues.

We will promote awareness of current Māori issues by funding documentaries, debates, news and current affairs programmes that traverse current issues, diverse Māori viewpoints and historical contexts and present them using different levels of Māori language content depending on the fluency level of the target audience.

We will also work collaboratively with other agencies and entities in the sector

to develop a shared understanding of the value of, and approach to, the promotion of te reo Māori and tikanga Māori to all New Zealanders.

We will support the Māori programming efforts of iwi broadcasters, Māori and mainstream national broadcasters so that New Zealanders can enjoy universal access to quality Māori programming. We will also support the development and consolidation of the Māori screen production industry to ensure the ongoing provision of such programmes. We will fund programmes that promote, explain and/or raise awareness and appreciation of the benefits that New Zealand as a whole gains from te reo Māori and tikanga Māori.

Over the next five years we will fund quality programmes for multiple platforms that reflect Māori perspectives and insights and are presented using varying degrees of Māori language content depending on the target audience.

Programme-makers and broadcasters strengthen their te reo Māori and tikanga Māori, and proactively include them in programmes

As programme makers and broadcasters strengthen their te reo Māori and tikanga Māori knowledge, the quality of te reo and tikanga Māori in programmes they are associated with increases.

Our strategy

We will **invest in initiatives that promote and develop te reo Māori and tikanga Māori.**

Over the next five years we will support capability building activities that strengthen programme-makers and broadcasters' te reo Māori and tikanga Māori capabilities in order to improve the quality of programmes produced across all genres and platforms.

Te Ine whakatutukitanga Measuring our Performance

With the introduction of the Right-shift model, work is underway to refine our measures in order to monitor the effectiveness of the Right-shifting strategy. In the meantime we will continue to use our existing measures.

Whānau, hapū, iwi and Māori communities strengthen their te reo Māori and tikanga Māori

Performance Indicator	2018 Target	Latest data
% of New Zealanders who have a 'good' understanding of te reo Māori or are fluent		2012/13 Maori Programming Audience Survey
Youth Māori	15%	13%
General population of Māori	35%	33%
% of New Zealanders who have a 'good' understanding of Māori culture or are well versed		
Youth Māori	50%	48%
General population of Māori	70%	70%

New Zealanders increasingly experience te reo Māori and tikanga Māori

Performance Indicator	2018 Target	Latest data
% of New Zealanders who have a 'good' understanding of te reo Māori or are fluent		2012/13 Maori Programming Audience Survey
All New Zealanders	2.5%	2%
% of New Zealanders who have a 'good' understanding of Māori culture or are well versed		
All New Zealanders	20%	20%
% of New Zealanders who have more opportunity to learn about Māori culture		
Youth Māori	70%	67%
General population of Māori	94%	93%
All New Zealanders	75%	74%

Programme-makers and broadcasters strengthen their te reo Māori and tikanga Māori, and proactively include them in programmes

Performance Indicator	Target	Baseline
Quality of te reo in TV programmes	Average quality score increases year-on-year or is maintained	To be developed
Quality of te reo in radio programmes	Average quality score increases year-on-year or is maintained	To be developed



Te Hauora me te Kaha o Te Māngai Pāho

Our Organisational Health & Capability

We are a relatively small organisation with 11 permanent staff roles. Even so we have a diverse workplace profile in terms of age, gender and ethnicity, made up of a mixture of full and part time staff, Māori, non-Māori and Pasifica and a broad range of ages.

Our staff turnover is low, and our staff have an average length of service of 9 years.

Our organisational make-up, and the Government priority offer delivery of better public services to New Zealanders within tight financial constraints, provide the context for our future capability development considerations.

We strive to improve our efficiency and effectiveness, while at the same time meeting our obligations in terms of the Development Goals for the State Sector⁷ and our 'good employer' obligations under the Crown Entities Act 2004.

As a good employer, Te Māngai Pāho will continue to support and promote equal employment opportunities for all people. There are policies in place which provide for prevention and zero tolerance to bullying or harassment of any kind.

Te Māngai Pāho is committed to provide for the physical, psychological and emotional safety of staff, and promotes a safe and healthy workplace.

Equitable recruitment, training and remuneration policies are in place.

Our development areas for the next five years are:

External Relationships / Financial and Resource Management

We will monitor our frameworks and funding spends to ensure they are evidence-based and deliver value for money in terms of use, capture, distribution and impact of the programmes we fund and the outcomes we seek.

Leadership, Direction and Delivery / People Development

We will continue to implement our internal Māori Language Strategy and develop capacity building initiatives. These initiatives will focus on enhancing the expertise and people resources we have available to carry out all aspects of our business.

⁷ State Services Commission (2005). *Development Goals for the State Services*. Retrieved April 2007 from <http://www.ssc.govt.nz>



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